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**B.P.A.C.-132**

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# QUESTION PAPER

June – 2023

(Solved)

## ADMINISTRATIVE THINKERS

B.P.A.C-132

*Time: 3 Hours ]*

*[ Maximum Marks: 100*

*Note: Attempt any five questions. All questions carry equal marks.*

### SECTION-I

**Q. 1. 'Kautilya's organisation structure of administrative machinery at the central level was well thought of'. Explain.**

**Ans. Ref.:** See Chapter-1, Page No. 3, 'Organisation and Structure of Administrative Machinery'.

**Q. 2. Examine the Gandhian theory of Trusteeship.**

**Ans. Ref.:** See Chapter-2, Page No. 20, 'Gandhi's Views on Trusteeship'.

**Q. 3. Describe Henri Fayol's key elements of management.**

**Ans. Ref.:** See Chapter-5, Page No. 45, 'Basic Premises of Management'.

**Q. 4. Critically analyse the Weberian Bureaucratic Model.**

**Ans. Ref.:** See Chapter-6, Page No. 58, 'Critique of Weber's Programme Model'.

**Q. 5. Write a note on Elton Mayo's contribution to Human Relation Movement.**

**Ans. Ref.:** See Chapter-8, Page No. 78, 'Role of Elton Mayo in Human Relations Movement : An Analysis'.

### SECTION-II

**Q. 6. 'Organization is a cooperation system.' Discuss.**

**Ans. Ref.:** See Chapter-9, Page No. 83, 'Organization is a Cooperation System' and Page No. 87, Q. No. 5.

**Q. 7. "Decision-making is at the core of administration." Elucidate.**

**Ans. Ref.:** See Chapter-10, Page No. 90, 'Decision-Making Administration' and Page No. 91 'Role of Choice and Behaviour in Decision-Making'.

**Q. 8. Critically evaluate Abraham Maslow's hierarchy of needs theory.**

**Ans. Ref.:** See Chapter-11, Page No. 101, 'Functioning of the Hierarchy of Needs Theory' and Page No. 102, 'An Appraisal of Maslow's Theory'.

**Q. 9. Describe the theoretical underpinnings of Chris Argyris.**

**Ans. Ref.:** See Chapter-14, Page No. 123, 'Theoretical Underpinnings of Chris Argyris' Theories'.

**Q. 10. 'Peter Ducker's principles hold immense relevance even in the present times. Comment.**

**Ans. Ref.:** See Chapter-16, Page No. 136, 'Concept of Modern Management' and Page No. 137, 'Major Contributions of Peter Drucker'.

■ ■

# QUESTION PAPER

December – 2022

(Solved)

## ADMINISTRATIVE THINKERS

B.P.A.C-132

Time: 3 Hours ]

[ Maximum Marks: 100

Note: Attempt any five questions. All questions carry equal marks.

### SECTION-I

**Q. 1.** “Kautilya’s principles of administration hold true even in the present times.” Comment.

**Ans. Ref.:** See Chapter-1, Page No. 1, ‘Introduction’ and ‘Principles of Administration’.

**Q. 2.** Describe the major principles of Gandhian concept of Swaraj.

**Ans. Ref.:** See Chapter-2, Page No. 19, ‘Gandhi’s Idea of Swaraj’.

**Q. 3.** “Administration and politics are two distinct domains.” Discuss with reference to Woodrow Wilson’s views.

**Ans. Ref.:** See Chapter-3, Page No. 29, ‘Administration and Politics are Two Distinct Domains’.

**Q. 4.** Examine the fundamental beliefs and principles of bureaucracy.

**Ans. Ref.:** See Chapter-6, Page No. 60, Q. No. 4, and Q. No. 5.

**Q. 5.** Write a note on conflict management in organisations.

**Ans. Ref.:** See Chapter-12, Page No. 110, ‘Managing Conflicts’.

### SECTION-II

**Q. 6.** “Chester I Barnard has contributed immensely to administrative thought.” Explain.

**Ans. Ref.:** See Chapter-9, Page No. 88, Q. No. 9.

**Q. 7.** Examine the concept and significance of rationality in decision-making.

**Ans. Ref.:** See Chapter-10, Page No. 92, ‘Rationality in Decision-Making’ and Page No. 95, Q. No. 4.

**Q. 8.** “Maslow’s theory of motivation occupies a place of prominence in human behaviour.” Examine the statement.

**Ans. Ref.:** See Chapter-11, Page No. 100, ‘Maslow’s Theory of Motivation’.

**Q. 9.** Describe the evolution of the concept of organisational humanism.

**Ans. Ref.:** See Chapter-12, Page No. 112, Q. No. 1 and Page No. 107, ‘Organisational Humanism: Setting the Context’.

**Q. 10.** Bring out the contribution of Dwight Waldo to New Public Administration.

**Ans. Ref.:** See Chapter-15, Page No. 132, ‘New Public Administration Under Waldo’.

■ ■

# Sample Preview of The Chapter

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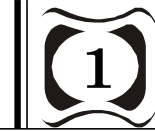


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# ADMINISTRATIVE THINKERS



## Kautilya

### INTRODUCTION

Kautilya, also known as Chanakya as well as Vishnugupta, is famous for his *Arthashastra*, the oldest treatise on the governmental affairs. Considered as a masterpiece, *Arthashastra* covers topics like statecraft and the issues of public administration including administration, politics and economics. The principles of governance and statecraft mentioned in *Arthashastra* were followed by great rulers like Ashoka and Shivaji. The principles mentioned in *Arthashastra* are applicable even today. In this chapter, we will study Kautilya's key principles of administration and examine their relevance at present.

### CHAPTER AT A GLANCE

#### ABOUT KAUTILYA AND ARTHASHASTRA

Kautilya has been studied by scholars from various streams including public administration, political science, economics, management, strategic sciences, and psychology and defense studies.

He authored the *Arthashastra* at a time when kings defended their territories and pursued the expansion of the boundaries by wars. In the *Arthashastra*, Kautilya wrote about different dimensions of running a state. He favoured a strong state, which he said could be possible only by a strong ruler. For a strong state, he prescribed several pre-requisites – political, physical, social, cultural, moral and administrative.

There are debates about him and his work — one on the period and the other on the authorship or the originality of the work. Historians have different views about whether *Arthashastra* was written by Kautilya or he only compiled it. The *Arthashastra* has 15 Books, 150 Chapters, 180 Sections and 6000 *Sutras*. Book 1 contains the fundamentals of governance and manage-

ment. Book 2 is about economics. Books 4 and 5 cover laws. Books 6, 7 and 8 are about foreign policy. Books 9-14 cover defence, war and warfare. Book 15 mentions the methodology and devices used in writing the book. On the originality of the book, a common agreement is that Kautilya never claimed that no one had written on the subject earlier to him and referred to many other writers including Bhardwaj, Visalaksa Parasara, Manu and Kaunapadanta. However, it can be deduced that Kautilya wrote the *Arthashastra*.

#### PRINCIPLES OF PUBLIC ADMINISTRATION

Kautilya did not discuss any principles of administration separately in the *Arthashastra*, but some principles have been inferred from the book. Luther Gulick has inferred fourteen principles and Urwick seven principles. Some of the principles given are discussed below:

- (i) **Division of Work:** Kautilya divides the work into 34 departments; each was led by a designated officer. The objective is that the assigned persons should perform their tasks prudently and profitably. Division of work improves the efficiency and effectiveness of an organisation.
- (ii) **Hierarchy:** The *Arthashastra* mentions a bureaucratic type of administration which is hierarchical in character with the king on the top having the repository of all authority. Subordinate officers were known as *Mahamatya*, *Amatyas*, *Adhyakshas* or superintendents. The book does not mention the hierarchy within the subordinates.
- (iii) **Unity of Command:** The king alone had the power to issue orders to the subordinates working in any department or in any position. The *Arthashastra* does not mention whether

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the communication of such an order was direct or through other officers is not clear. For example, whether the king used to be in direct talk with the head of the department of elephants or was communicating through the *Senapati* or the *Mahamatya* is not known.

- (iv) **Centralisation:** There was centralization of power. The king was vested with all powers – legislative, executive and judicial. However, the empire was administratively divided into provinces for smooth execution of policies and decisions made at the centre. Provincial administration was further divided into the district and village and municipal administration. *Pradeshtha* was the head of the provincial administration. *Sthanika* headed the *Sthaniya* (district) and *Nagar* (city) administration was headed by *Nagarika*. Gopa was in charge of the rural administration. For Kautilya, centralisation of power was vital for safety, security and prosperity of the empire. The decision-making process had two steps: First, the king would consult the officials like the council of ministers before reaching a conclusion and second, the king would have inputs from below.
- (v) **Authority and Accountability:** The king was responsible for the progress and happiness of the subjects. Kautilya prescribes various punishments for different offences. Kautilya clearly mentions the methods and procedures of performing one's duties starting from the king to the other heads of departments. The work performance should be judged on the basis of whether the officials employed the just process of discharging their work, while aiming at achieving the results and meeting the ends determined at the highest level. He writes that the king and his subordinates must clearly assume the costs and benefits of a policy before acting upon it. The king must exercise his control over the officers so that they discharge their duties diligently, efficiently and effectively. He prescribes a system of spies and watchdogs. He also suggests enforcement of the accountability in administration at all

levels from top to the bottom. The king has the duty to punish the people for violation of the orders of the state or for nonobservance of his commands. The punishment varied from imposition of fine to removal from service which depended on the nature of offence committed by the official concerned. The punishment should be in proportion to the quantum and character of the offence. The king should observe the canons of *dharma*, while discharging his role. If he failed in his duties, the people had a right to question the king. It mentions a list of officials who were to be held accountable for any administrative lapses including concealing offences of merchants, misbehaviour, and failure to ensure safety of travelers on roads between settlements, permitting protected spies to be trapped, injured or killed. Thus, there was adequate arrangement to enforce accountability in administration from the higher to the lower level personnel. The head of the department was responsible for being negligent, irregular and none or low performance as well as for the contravention of rules and regulations.

- (vi) **Precedence of Organisational Interests over Individual:** Kautilya gives top priority to the interests of the king. The first and the last condition for anyone to enter and remain under the service of the state are too loyal to the king and the kingdom. Every individual has to be the upholder of the state's interests while keeping the personal interests in the context.
- (vii) **Discipline:** The *Arthashastra* gives great importance to discipline when it refers to the need for strict observance and compliance to the orders and rules issued and enacted by the king. State has to work with a sense of unity of goals if it should be successful. Any negligence by any employee invites punishment.
- (viii) **Coordination:** The duty of the king is to act as the chief coordinator and each head of the department or section to coordinate the functioning of his subordinates for harmonious and integral working of the

governmental machinery. The principle of coordination is only implicit in the organisation and functions of administration.

- (ix) **Direction:** Kautilya recognises the relevance of good and effective leadership for the smooth running of the government. Direction is needed for effective performance from the employees. Directing includes the matters relate to leadership, motivation, supervision and communication. Direction involves complete engrossment of the head in the work of the organisation and the working of the employees.
- (x) **Leadership:** Kautilya believes in 'Like king, like citizenry'. A good leader keeps the interests of the people and the kingdom above personal interests. The execution of the direction depends on the qualities of the leader who issues directions. On a transformational leader, Kautilya says "An ideal king is one who behaves like a sage monarch (*Rajrishi*), who is ever active in promoting the *yogakshama* of the people and who endears himself to the people by enriching them". *Yogakshama*, according to Hindu belief, is a combination of *Yoga* (successful accomplishment of an objective) and *Kshema* (peaceful enjoyment of prosperity). An effective leader brings material gain, spiritual good and pleasures for all.
- (xi) **Supervision and Control:** Kautilya gives importance to supervision and control in an organisation. Supervision and control help in achieving the objectives.
- (xii) **Value-based Administration:** According to Kautilya, a leader should be virtuous, truthful and free from vices to achieve the primary goal of the organization. With the advice of the elders, he should also invoke gratefulness, reliability, liberality, promptness and long-term vision.

#### ORGANISATION AND STRUCTURE OF ADMINISTRATIVE MACHINERY

Kautilya prescribes a centralised system of government for governance and a decentralised one for administration. The *Arthashastra* noted the government organised at three levels: the centre, the *pradesh* and the *sthaniya* (local).

- (i) **The Institution of the king:** The king was at the top of the government. He held all powers of the state – legislative, executive and judicial. He was the source of law and responsible for the execution of the decisions. He was also the ultimate source of justice. The *Arthashastra* defines his role and the methods of discharging that role with the provision of punishment. He needs to use the punishment for purpose of spiritual good, material well-being and pleasures of his subjects and for him. He invites peoples' wrath and rebellion if he fails to perform his duties.

Clarity of communication and content in the laws, policies or order and edicts are necessary for the timely and responsive compliance. A king must be free from greed, arrogance, anger, lust, conceit and foolhardiness to be effective and successful. The king should be self-disciplined and shall seek knowledge continuously in all branches and avoid extravagance, capriciousness, day-dreaming, falsehood. Within a defined time span of one and a half hours during the day and night, the king had to discharge the routine administrative functions such as hearing petitions of people, receiving reports on defence, revenue and expenditure, receive revenues and tributes writing and dispatching letters, getting secret information from spies, spending time in personal recreation and contemplation and confer with councillors. The top-most functional duty of the king was to work for and ensure the well-being of his subjects by being ever active in managing economy and following productive economic effort to guarantee continuing prosperity and future economic growth. The king was the chief executive. Other officers occupying higher position under the kingdom were the Purohit and the chief priest, the Mahamatya, the *Senapati* and *Amatyas* and *adhyakshas*. These officials were under the direct control of the king.

- (ii) **Bases of Organisation/Department:** The bases of organisation of work during Mauryan period resemble some of the principles of organisation in the modern age. The organisation of departments was during Mauryan period according to people, purpose and process. Department of prostitutes, the department of defence, revenue and agriculture and departments of elephants, horses, jails, jewels and mints among others indicate these bases.

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Book 2 provides a detailed account of the departments. It mentions 34 *Adhyakshas* each heading one department or unit in a department. The heads were: *Nagavanadhyaksha*; *Koshadhyaksha*; *Akaradhyaksha*; *Lohadhyaksha*; *Lakshanadhyaksha*; *Khanadhyaksha*, besides the *adhyaksha* of the departments of Salt, Metals and Jewellery, Warehouses, State Trading, Forest Produce, Ordnance, Weights and Measures, Surveyor and Timekeeper, Customs and Octroi, Textiles, Crown Lands, Alcoholic Beverages, Animal Protection and Animal Slaughter, Entertainment, Shipping, Ports and Harbours, Crown Herds, Cavalry, Elephant Corps, Chariot Corps, Infantry, Passport, Pasture lands, Gambling, Private Trade, Jails and Temples.

Some of the departments were the divisions of a department. For example, the *Adhyaksha* or the chief superintendent of Textiles, Mining and Metallurgy, Mines and Metals, Mint and Salt, Coins, Precious Metals and Jewellery seemed to be a part of the department of Industries. Likewise, the activities falling into State Trading, Private Trade, Weights and Measures, Customs and Octroi and Chief Surveyor and Timekeeper can be put under the Department of Trade while Shipping, Ports and harbours and ferries can be taken as constituents of the Department of Shipping or the Department of Agriculture could be taken as a combination of divisions like Crown Lands, Productive Forests, Crown Herds, Protector of Animals and Controller of Animal Slaughter. The departments were organised in a more or less hierarchical order. The Book 2 describes the duties of the functional heads in details and prescribes the qualifications for each Job holder. It also mentions the punishments for the violation or non-observance of the rules and regulations by the head of the department.

Kautilya gave much importance to the Department of Treasury and Revenue Administration as he was of the view that the strength of the State and of the King lies in the strength of the Treasury. The Head of the Treasury was the Treasurer General known as *Samnidhatra* assisted by the chief Superintendent of the Treasury and the Chief Superintendent of the Warehouses. Book 2 mentions the qualifications and the responsibilities of these officials. The functional division of work implies that the heads of these departments were chosen on the basis of the special knowledge in the subject they were supposed to deal with. Kautilya did not favour permanent stay of an officer in one position or place.

**Other Officials:** The *Arthashastra* refers to a number of other officials. For instance, the Chief Superintendent of the temples and holy places looked after the management of temples and holy places. The superintendent of Jails or *Bandhanagaradhyaksha* supervised and controlled Lock-ups and Prisons; *Adhipala* or Protector of Deposits was in charge of unclaimed pledges and deposits.

(iii) **Administration at the Local Level:** There were administrative units at the local level for administrative convenience. The municipal administration was headed by the chief administrator known as *Nagrika*, assisted by a number of *Gopas* who were in charge of the wards into which the city was divided. The *Nagrika* looked after the security and safety of the people and property and regulated the places of entertainment and prostitution, the lodges run by the private individuals and the charities, movements of the people, the matters related to weights and measures, civic services and building of infrastructure, roads and transport.

The rural administration was divided into *Sthaniya*, equivalent to present district, headed by the official named *Sthanika*. He was responsible for the maintenance of law and order besides having a close supervision over the local level treasury and collection of revenue. The management of pasture lands and security was the responsibility of Chief Controller of Pasture lands. *Gopas* looked after the administration of a group of 5-10 villages. At the village level, there were four more servants as *Gramakutam*, *Gramaswamy*, *Gramika* and *Gramabhritaka*.

The *Gramavridhdhah* (the village elders) also played a significant role in the rural areas. They were treated as the trustees of the temple property and the minor's property, helping resolve boundary disputes between villages, acted as judges in disputes related to fields besides being witnesses to the sale and purchase of property.

*Gramika* was the village headman performing the tasks of building boundaries of the village; make proper arrangements for regulating cattle grazing; collection of revenue for the village for the charges levied on grazing in common land, prescribed fines and the fines levied by the state.

#### PERSONNEL ADMINISTRATION

The ancient administration as depicted in the *Arthashastra* believed in the saying 'A good